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Executive Registry
1-1582

21 July 1950

MEMORANDUM FOR: MANAGEMENT OFFICER

FROM: Assistant Director, OCD

SUBJECT: Realignment of liaison functions, as proposed by Management Officer in his memorandum to all Assistant Directors dated 10 July 1950

1. The proposed split-up of the liaison functions would do much more harm than good.

2. The first flaw in the proposal is that it would necessitate assigning people to fulltime liaison duties in ORE-OSI and OO, in addition to those on duty in OCD. In effect, it would call for three liaison officers to do the job now being done by one. Thus:

ORE-OSI could not coordinate requirements with the IAC agencies, and assign collection actions, without personnel engaged fulltime on liaison duties between CIA, Pentagon, and State Department.

OO could not maintain pressure on Pentagon and State to transmit reports and cables without personnel engaged fulltime in going back and forth between the agencies. The papers which people in the other outfits prefer not to send to CIA are usually just the ones which ORE and OSI most want, and it is a fulltime job to locate them, find out who is responsible for withholding them, and then work out a way to exert effective pressure.

OCD would still be the disseminator, according to the proposal, so it would still need liaison people to negotiate with the agencies on CIA-dissemination questions.

3. The second flaw, even more important than the wasteful use of manpower, is that the liaison officers from all these Offices would be operating independently of one another, and in ignorance of each other's transactions. G-2's Liaison Officer to CIA, for example, would find himself dealing with people from ORE and OSI on requirements and collection actions, with others from OO on document collection problems, and with others from OCD on CIA-dissemination questions.

Such an arrangement would place the G-2 Liaison Officer (or the LO of any other agency) in a position to decide for himself which of CIA's Liaison Officers he would talk to on any given subject, and to which of them he would pass information. He would find it advantageous to play off these several LO's against one another, and this would not be to CIA's advantage. Crossed wires, misunderstandings, and inter-Office competition would result.

4. How does it work now?

At the present time, to take one unit of Liaison Division as an example, there are three Liaison Officers assigned from OCD to Army and Air Force. They make hourly visits to the G-2 War Room between 0900 and 1700, seven days a week, and will shortly be including the Joint Chiefs War Room in their rounds. They serve as two-way channels, obtaining from the Pentagon materials which are essential to CIA, and delivering to the Pentagon materials from CIA which are asked for by Army or Air Force. It is largely because they <u>do</u> serve as two-way channels that they have finally gained a welcome in the Pentagon. The man who is always asking Army to do something, but who is obliged to pass the buck when asked to do something in return, cannot hope to be welcome or effective as a liaison officer.

5. Interagency coordination of requirements, assignment of collection action, procurement of documents, and authority to disseminate must be kept in one Liaison Division if they are to be handled effectively. The location of that Division - whether under OCD or OO control - is of secondary impor-

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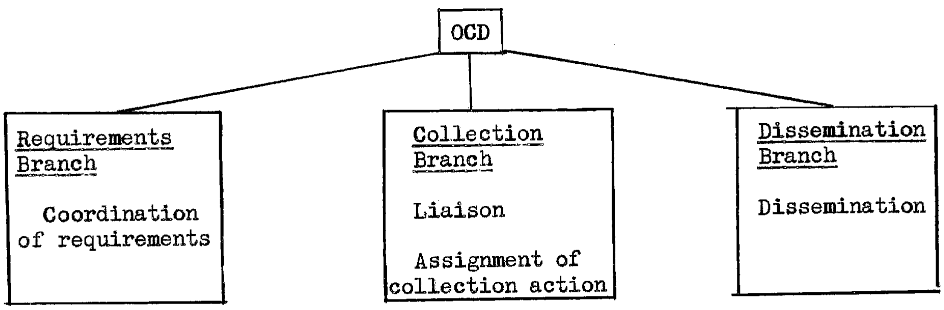
tance; though it should remain in the M-Building where it is right in the middle of the document flow and has direct contact with Library, ORE, and OSI. If transferred from OCD to OO it should retain Division rank and not be merged into Contact Division.

6. Though I disagree with the Management Officer's proposal that we split up the liaison functions among several different Offices, it is impossible not to agree that it would be well if we could bring to an end the long-standing arguments about coordination of requirements. Before making a recommendation on this score it will be well to summarize past developments.

7. In 1947 and early 1948 a separate Office handled all requirements, liaison, and dissemination. It was called "OCD", but it differed from the present OCD in that it had no connection with the Library and Registers. It was organized in three branches with functions as follows:



The three branches were watertight compartments, which transacted nearly all business with one another by written memoranda most of which passed through the OCD Headquarters.

The requirements people were located in M-Building, where they received requirements from ORE analysts and also generated requirements on their own. They wrote them up as Requirement Directives, and sent them by messenger to the liaison people in South Building. Here they were rewritten as Collection Directives to OO, OSO, and the several agencies, and information copies were sent to the Dissemination Branch in order to give guidance in routing responsive materials.

The system did not work well. Disseminators were remote from their customers, and even from the liaison and requirements people of their own Office. Liaison people had no direct access to ORE analysts and, even if fully advised by Requirements as to what the analysts wanted, they had no control of dissemination.

This was an Ivory Tower Operation, with strict chain of command and channels of communication, and with none of the direct personal contacts which alone can make liaison effective.

8. In May of 1948 the old OCD was merged with the then Reference Center, comprising Library and Registers. Details of the reorganization were worked out by ORE, OCD, Reference Center, and Management in daily close consultation. It was unanimously agreed 1) that the Requirements Branch should be eliminated entirely, leaving the coordination of requirements to be done by direct contact between liaison people and ORE analysts, 2) that liaison people and disseminators should be merged in a single Division, so that there might be a maximum of direct contact between them, and 3) that the new Liaison Division should be brought down into M-Building where all hands might establish close working contacts with ORE, the Library, and the Registers. Diagrammatically, the alignment of liaison functions changed from that shown

on the preceding page to this:

OCD

Liaison Division

Coordination of requirements
Liaison
Assignment of collection action
Dissemination

This new arrangement was a vast improvement over the old, and it began to work quite well as soon as liaison people and disseminators began to work side by side and to learn their way around the M-Building.

9. But ORE was expanding rapidly, and its planners soon began to urge that there was need for a Requirements Section within ORE to prevent the various branches from issuing conflicting or overlapping requirements. Management opposed this scheme, pointing out that it would again create an administrative barrier between analysts and liaison people. OCD took a non-committal view but offered no objection, believing - in the atmosphere of mutual understanding and cooperation which then prevailed - that it would do no harm at any rate to try it out. The scheme went through, and we then had:

ORE

Requirements Section of P&P

Intra-ORE coordination of requirements

OCD

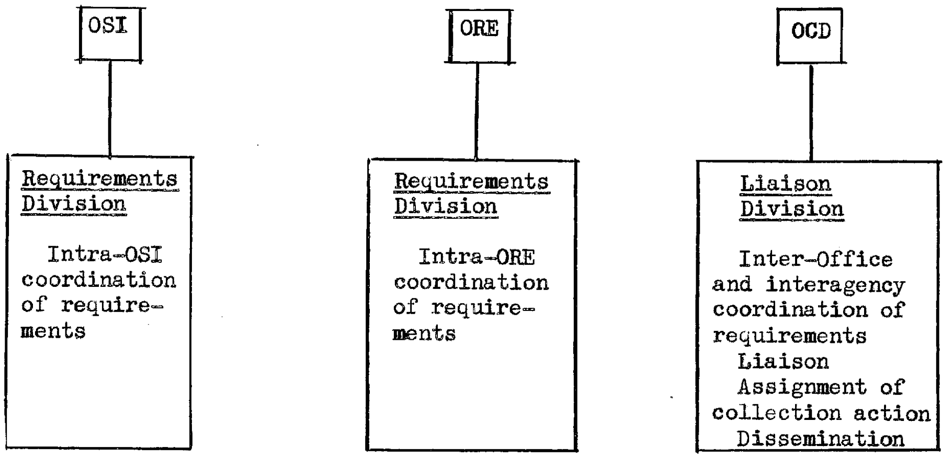
Liaison Division

Inter-Office and interagency coordination of requirements
Liaison
Assignment of collection action
Dissemination

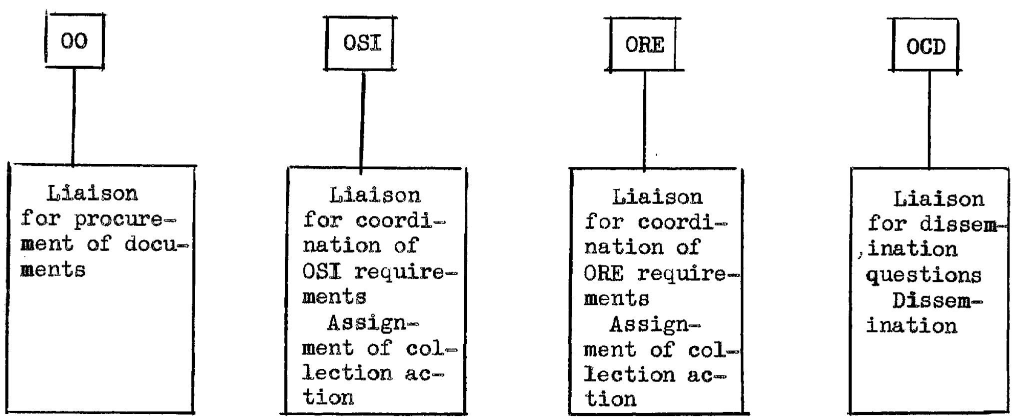
Almost immediately the Era of Good Feeling came to an end. Two Offices now shared the job of coordinating requirements, and the flow of inter-Office memoranda commenced - often with information copies to Executive, COAPS, and other Assistant Directors. In hindsight, Management's objections to this arrangement appeared more cogent than they had seemed at first.

The ORE Requirements Section pressed for more lebensraum, urging that it should now take over all aspects of the requirements problem, conduct its own liaison with the IAC agencies, and assign collection actions. OCD opposed this suggestion on the grounds 1) that it would be uneconomic and confusing to have two sets of liaison officers dealing with the collection people in the agencies, and 2) that if all liaison were turned over to ORE we should again be faced with the split between liaison and dissemination which had already been tried out and found unworkable. The controversy continued until ORE's Scientific Branch was separated from ORE and established as a new Office.

10. The new OSI patterned its organization in part on that already established in ORE, and is now in process of getting its own Requirements Division shaken down. Thus we now have:



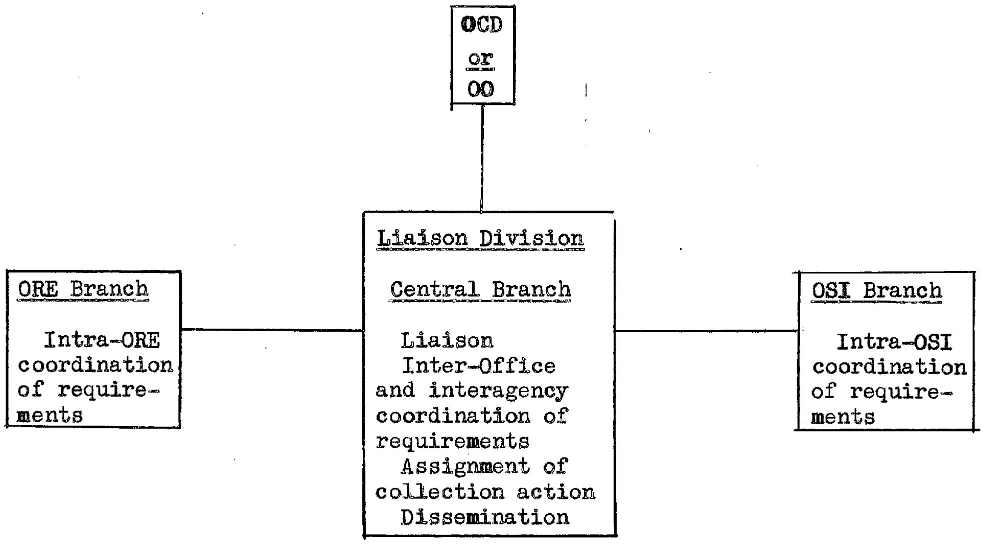
11. The proposal now before us would require ORE, OSI, and OO to undertake fulltime liaison operations as well as OCD. Thus the functions would be dispersed as follows:



12. I believe the Agency would be most unwise to disperse its liaison functions as shown in the diagram above, and that we should have learned by experience the consequences of placing an administrative barrier between the job of disseminating and the job of coordinating requirements and collection actions. Disseminators cannot channel incoming materials to the people who want them if they are ignorant of current requirements, and we have found in practice that no formal system for keeping the disseminators advised will work. We tried it this way, in 1947 and early 1948, and everyone was dissatisfied with the results. Dissemination and liaison operations should be conducted by one group of people under one roof, and the individuals engaged on different aspects of these operations should be working side by side.

We are better off now than we would be if the proposed realignment were put into effect.

13. Suggestion: If we wish to put an end to the long drawn dispute over requirements, why not put the requirements units of both ORE and OSI under administrative control of Liaison Division. Thus:



This system could be made to work, and it might even end all controversy as to who should do what with requirements. I believe its advantages would far outweigh the single disadvantage.

14. Advantages

a. Responsibility for ensuring full coordination between ORE and OSI would be placed on an officer not assigned to either, and therefore not subject to one-sided pressures. (The 10 July Memorandum recognized that joint control by two Offices is inherently risky).

b. The organizational pattern would permit Liaison Division occasionally to shift personnel from one to another of the three Branches, which would:

1) Ensure that people working with requirements in the production offices became fully familiar with the inter-Office and interagency problems faced by the Central Branch.

2) Ensure that the Central Branch people gained intimate familiarity with personalities, responsibilities, and problems in the production Offices.

3) Achieve economy, by enabling manpower to be shifted as necessary to cope with shifting emphases and workloads.

4) Facilitate development of uniform working procedures, and non-competitive effort, in OCD, ORE and OSI in all aspects of the requirements problem.

15. Disadvantages

It will be natural for the production Offices to fear that some precious ingredient in their substantive work will be lost if they give up administrative control of their requirements outfits. The fear is natural, but I do not think it is justified.

The ORE and OSI Branches of Liaison Division should of course remain physically located in the production offices where they now are. Their people should continue to work directly with the analysts of all Divisions, and their Chiefs should be held responsible for giving satisfaction to the production Offices. Any failure to give satisfactory service would be dealt with administratively by Liaison Division, just as failures by couriers to satisfy the production offices are dealt with by the OCD Administrative Officer. The Chief of the Liaison Division would have the command responsibility, but he would be exercising it in such manner as to satisfy the production Offices. Each complaint by ORE or OSI would be dealt with, not by inter-Office memoranda, but by prompt administrative action.

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JAMES M. ANDREWS

cc: Executive
Chief, COAPS (5 cc)
Chief, I&SS
Gen Counsel
AD/OO (5 cc)
AD/ORE (5 cc)
AD/OSI (5 cc)
AD/OPC
AD/OSO

UNCLASSIFIED RESTRICTED CONFIDENTIAL SECRET
(SENDER WILL CIRCLE CLASSIFICATION TOP AND BOTTOM)

CENTRAL INTELLIGENCE AGENCY
OFFICIAL ROUTING SLIP

TO		INITIALS	DATE
1	Management Office		
2			
3			
4			
5			
FROM		INITIALS	DATE
1	Acting Executive	IDS	31 July
2			
3			

APPROVAL — INFORMATION — SIGNATURE
ACTION — DIRECT REPLY — RETURN
COMMENT — PREPARATION OF REPLY — DISPATCH
CONCURRENCE — RECOMMENDATION — FILE

REMARKS: I agree with you that this is a good, well reasoned paper. It should be very useful to you in the further study of the problem upon which it is based.
IDS

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FORM NO. 30-4
SEP 1947

TRANSMITTAL SLIP

24 July 1950

DATE

TO: Executive

BUILDING | **ROOM NO.**

REMARKS:

Ted,

Doug of course has a copy of this memo addressed to himself.

I hope you'll find time (after current pressures have let up a little) to look it over yourself.

FROM: AD/OCD

BUILDING | **ROOM NO.** | **EXTENSION**

Approved For Release 2006/11/08 : CIA-RDP60-00213A000200070028-7